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(FORM UPDATED: 08/11/2010)

## WISCONSIN STATE LEGISLATURE ... PUBLIC HEARING - COMMITTEE RECORDS

2009-10

(session year)

#### Senate

(Assembly, Senate or Joint)

Committee on Environment...

#### **COMMITTEE NOTICES ...**

- Committee Reports ... CR
- Executive Sessions ... ES
- Public Hearings ... PH

#### INFORMATION COLLECTED BY COMMITTEE FOR AND AGAINST PROPOSAL

- Appointments ... Appt (w/Record of Comm. Proceedings)
- Clearinghouse Rules ... **CRule** (w/Record of Comm. Proceedings)
- Hearing Records ... bills and resolutions (w/Record of Comm. Proceedings)

(ab = Assembly Bill)

(ar = Assembly Resolution)

(ajr = Assembly Joint Resolution)

(sb = Senate Bill)

(sr = Senate Resolution)

(sjr = Senate Joint Resolution)

Miscellaneous ... Misc

<sup>\*</sup> Contents organized for archiving by: Stefanie Rose (LRB) (September 2013)

#### **Senate**

#### **Record of Committee Proceedings**

#### **Committee on Environment**

#### Senate Bill 12

Relating to: the operation of motorboats, other than personal watercraft, at slow-nowake speed within a given distance of the shoreline of a lake.

By Senators Jauch, Holperin, Lehman, Miller and Risser; cosponsored by Representatives Sherman, Berceau, Black, Clark, Hilgenberg, Knodl, Milroy, Molepske Jr., Pasch, Richards, Roys and Turner.

January 21, 2009

Referred to Committee on Environment.

February 11, 2009

#### PUBLIC HEARING HELD

Present:

(5) Senators Miller, Jauch, Wirch, Kedzie and

Olsen.

Absent:

(0) None.

#### Appearances For

- Bob Jauch, Poplar Senator, 25th Senate District
- James Brakken, Cable Bayfield County Lakes Forum
- Sybil Brakken, Cable Town of Cable AIS Program
- George Meyer, Madison Wisconsin Wildlife Federation
- Tamara Jackson, Madison Wisconsin Association of Lakes
- Dustin Grant, Oxford Wisconsin Conservation Congress

#### Appearances Against

• None.

#### Appearances for Information Only

• Tim Asplund, Madison — DNR

#### Registrations For

- Amber Meyer Smith, Madison Clean Wisconsin
- Gary Sherman, Port Wing Representative, 74th Assembly District

#### Registrations Against

• None.

#### Registrations for Information Only

None.

#### February 19, 2009

#### **EXECUTIVE SESSION HELD**

Present: (5) Senators Miller, Jauch, Wirch, Kedzie and

Olsen.

Absent: (0) None.

Noes:

Moved by Senator Jauch, seconded by Senator Kedzie that **Senate Bill 12** be recommended for passage.

Ayes: (5) Senators Miller, Jauch, Wirch, Kedzie and

(0) None.

PASSAGE RECOMMENDED, Ayes 5, Noes 0

Elizabeth Bier Committee Clerk

## Vote Record Committee on Environment

Date: 2/19/09		V. I a		
Moved by: Upwell	Seconded b	y: lazu	-	•
AB SB_	12	Clearinghouse Rul	e	
AJRSJF	₹	Appointment		
AR SR		Other		<del></del>
A/S Amdt	· -			
A/S Amdt	to A/S Amdt			
A/S Sub Amdt	north-streetena			
A/S Amdt	_ to A/S Sub Amdt			
A/S Amdt	to A/S Amdt	to A/S Sub Amdt		
Be recommended for: Passage	☐ Confirmation☐ Tabling	☐ Concurrence☐ Nonconcurrence	□ Indefinite P	ostponement
Committee Member	•	Aye No	Absent	Not Voting
Senator Mark Miller, Chair				
Senator Robert Jauch				
Senator Robert Wirch				
Senator Neal Kedzie				
Senator Luther Olsen		风口		
	Totals	s: <u>5</u> <u>0</u>	. · 	





## Public testimony for information relative to 2009 Senate Bill 12, pertaining to operation of motorboats at slow-no-wake speeds within a given distance of the shoreline of a lake

#### **Senate Environment Committee Hearing**

#### Wednesday February 11, 2009

#### 10:30 AM, 201 Southeast, State Capitol

### By Tim Asplund, Lake Ecologist with the Wisconsin Department of Natural Resources, Lakes and Wetlands Section

The following points address the potential ecological benefits of a uniform slow-no-wake area for shorelines of lakes and rivers. These observations come from over 15 years of lake research and management experience, including several years spent conducting studies on the ecological impacts of motor boat activity on aquatic ecosystems. Much more detail can be found in the following Department publication: "Effects of Motorized Watercraft on Aquatic Ecosystems" PUBL-SS-948-00: http://dnr.wi.gov/org/water/fhp/papers/lakes.pdf

- 1) Shorelines and shallow, near shore areas of lakes are critical for fish, wildlife, and water quality and are sensitive to disturbance.
  - a. Shorelines of lakes and rivers provide an important interface between land and water that protects water quality, provides habitat for amphibians, birds, and reptiles, and maintained in a natural state provides aesthetic and scenic beauty
  - b. Shallow, near-shore areas also provide important habitat and spawning areas for fish, and vegetated areas provide stabilization of sediments
  - c. Emergent vegetation (aquatic plants) in nearshore areas provides important natural buffering to waves and valuable fish habitat
- 2) Motor boats can cause impairment of these areas through shoreline erosion (boat wake), uprooting of vegetation (direct contact), and disturbance of lake bottom (prop wash).
  - a. Operation of all motorized watercraft at speeds above slow-no-wake creates waves (wakes) and displacement of water by a propeller or turbine
    - Boat waves and wakes are greatest within the first few feet of the stern or lowest part of the boat, and diminish the farther away they get from the source, unlike wind-induced waves which build from the windward side of the lake to the opposite shore
    - ii. Turbulence (prop wash) of most recreational watercraft extends about 4-6 feet below the propeller or discharge point at maximum displacement but can extend up to 10 feet in some cases

- iii. Impacts (both wake and propeller disturbance) are greatest at intermediate speeds (before a boat is "on plane") and during stops, starts and turns, and increase with boat length, hull displacement, propeller size, and engine horsepower
- b. Shoreline erosion can occur when boat wakes of more than 12-15 inches reach the shoreline
  - Susceptible shorelines include those that are on smaller lakes, protected bays, and river channels where wind – induced waves are minimal, as well as areas with highly erodible soils and slopes
- c. Boat propellers and wash can disturb the sediments and submerged vegetation in shallow areas, and may result in decreased water clarity and habitat quality.
  - i. Shallow areas of less than 10 feet deep are most susceptible to stirring and resuspension of sediments
  - ii. Softer, silty sediments are more prone to stirring at a given depth than sandy sediments
  - iii. Vegetation in shallow areas may also be impacted by direct contact with propellers or boat hulls
- 3) Slow-no-wake zones are a useful tool for managing and minimizing impacts to shallow areas and protecting lake shorelines and emergent vegetation
  - a. Benefits of slow-no-wake zones are that disturbance is minimized, while still allowing access and use by boaters
    - i. Buffers or no-wake zones direct most boating activity (starts, stops, acceleration) to deeper water and away from shallow areas
    - ii. A uniform distance from shore requirement is easiest to administer and enforce, and does not require buoys
    - iii. Slow-no-wake zones do not distinguish between watercraft type, motor size, or boat size, and do not preclude access to any user group
  - b. A 100 foot slow-no-wake restriction would provide a reasonable amount of minimum protection from shoreline erosion and disturbance of plant beds and shallow waters
    - i. The first 100 feet from shore usually contains the shallowest water and the most emergent vegetation
    - ii. Beyond 100 feet, waves may still impact shorelines, but depends upon factors such as boat speed, size, displacement, and type

- iii. Beyond about 300 feet, waves from boats do not cause much impact to shorelines, as the energy from the waves usually dissipates by then
- c. The further a slow-no-wake zone extends from shore, the more benefit is provided to shallow waters (less than 10 feet deep).
  - i. Shallow areas often extend well beyond 100 feet from shore and would benefit from additional protection through local ordinances
  - ii. Many local communities have enacted slow-no-wake ordinances at 200 feet from shore ,which creates additional protection from both shoreline erosion and disturbance of shallow waters
  - iii. The proposed "opt-out" rule provides an alternative where impacts are less likely (deep water, rocky shorelines, or wind-exposed areas) or there is a history of intensive use





#### **Wisconsin Wildlife Federation**

## Wisconsin Wildlife Federation Testimony in support of Senate Bill 12---Slow-No-Wake Within 100 Feet of Shore

Chairman Miller and members of the Senate Environment Committee. My name is George Meyer and I am representing the Wisconsin Wildlife Federation and its 161 hunting, trapping and forestry related organizations. Thank you for the opportunity to testify here today in support of Senate Bill 12 creating a slow-no-wake zone for all watercraft within 100 feet of the shoreline.

Our organization represents tens of thousands of anglers in the State of Wisconsin. We support the 100-foot restriction for two reasons that benefit anglers in the state. The near shore areas of our lakes are the most productive fishery areas in our waters. The vegetation and substrate in this littoral zone provide the most important and sensitive fish habitat. Restricting high-speed boat traffic in the near shore area will better protect this valuable fish habitat.

Secondly, a substantial amount of recreational fishing takes place along the near shore of our waterways by both boating and shore anglers. Restricting boat traffic speed in the near shore area to slow-no-wake will reduce user conflicts on our waters.

The bill very insightfully does allow a local unit of government to make an exception to the 100 foot slow-no-wake restriction if in fact there is a situation where there is good reason to allow faster boat traffic closer to shore. Undoubtedly such situations will arise.

We do appreciate the leadership of Senator Jauch in advancing this measure and respectfully request that this Committee support this initiative.

Submitted by George Meyer Executive Director

February 11, 2009







# Jim Brakken Wisconsin Association of Lakes, Inc Bayfield County Lakes Forum, Inc 45255 East Cable Lake Road, Cable, WI 54821 715-798-3163 Jim.Brakken@yahoo.com



To: Wisconsin Senate Committee on Environment and Natural Resources

Re: SB 385 12

Wisconsin has many wonderful lakes. We also have many good regulations in place to protect them. A much needed rule that will make lakes safer and healthier may soon be on the books.

Existing law requires a 100-foot slow-no-wake buffer near piers, landings and other man-made structures. While a 200-foot buffer exists for jet skis and similar craft near natural shoreline, the law does not cover motorboats to the detriment of public safety and the health of our lakes.

This proposed legislation would create a 100-foot buffer from natural shoreline for all boats. The measure includes an opt-out provision, allowing local government to have lakes excluded if they feel the law significantly impacts recreational use of the lake. Also, pick-up and drop zones for water skiers would also be excluded.

I have learned from UW Extension that when the original 100 foot from docks and rafts was written, the average outboard motor size was less than ten horsepower. Damage to the near shore area was not seen as a problem back then. Now the average outboard motor size approaches 100 horsepower. The motor size has changed and the regulations now need to catch up. The quality of the resource and the safety of swimmers and boaters is at stake.

Lakes throughout Wisconsin would benefit from the buffer for a number of reasons including:

**Protection of plants and animals:** Most creatures spend at least part of their life in the near shore area. Nesting birds and other creatures are easily driven out by aggressive boating near shore. <sup>1</sup>

Less 'prop wash': Data shows that the stirring effect of prop wash in shallow waters brings up nutrients that had settled out, often resulting in algae blooms and the growth of unwanted aquatic weeds.<sup>1</sup>

Protection of spawning areas: This rule will protect many millions of eggs and fry. 1

**Protection of people:** Children who swim and play near shore and fishermen, kayakers, pets, canoeists and others who use the waters near shore will be protected from fast boaters. *This regulation will save lives*.

Less erosion: This rule will go a long way in protecting shoreline from erosion, a major problem on many lakes. The eroded soil adds unwanted nutrients to the water and greatly reduces clarity.

Reduced noise pollution in the near shore area: One of the most desirable quality about lakes is the peace and quiet. Prohibiting fast boating near shore will help maintain the serenity of our lakes.

**Boater safety:** Boaters have suffered injury and death because they were traveling fast near shore. This rule will protect them as well as those who fish, swim, canoe, kayak or play in the water near shore. This regulation will save lives.<sup>2</sup>

In April, 2000, a 22 year-old woman was knocked out of a boat after striking an overhanging tree limb. It happened on Lake Nepco in Wood County. The driver was *legally* traveling about 25 mph, about 25 feet from shore, according to the Wood County Sheriff. Her body was recovered three days later.<sup>2</sup>

Wisconsin needs this law. A 100 foot-from-shore no-wake buffer will be healthier for our lakes and safer for those who use them. I urge everyone who values safe and healthy lakes to ask your Wisconsin Senator to support this important legislation. Thank you.

Respectively submitted,

Jim Brakken, Wisconsin Association of Lakes Past President and Director Emeritus

Bayfield County Lakes Forum President

Delegate to the Wisconsin Conservation Congress

Tim Brakker

Northwest Wisconsin Water Resource Consortium Executive Officer



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# tevens **Boint** Tuesday, April (8, 2000

www.stevenspointjournal.com

By TROY LAACK and **MELISSA LAKE** for the Journal

PORT EDWARDS — It was a cold, dark and dreary day, but Monday evening brought closure to a tragic weekend for the family of a 22-year-old woman knocked out Wood County Sheriff Kurt Heuer, of a boat into Nepco Isake Friday. In a somber mood as he stood on

"At least we found her," said Cheryl Vechinski, the mother of Gina Winters, town of Saratoga. "Before we found her, to be honest with you, I thought she was in the woods knocked unconscious ... at least we had hoped. Now, we can put her to rest."

Vechinski, like Winters' other family members and several volunteers, searched and dragged the silt-laden waters for Winters throughout the day Monday. Her body was finally found at about 5:45 p.m. about 125-150 yards from the tree she hit close to the island

home of Charles and JoAnn Lester, 300 Nepco Lake Road, Port Edwards.

"I'd like to thank all the volunteers and everybody who helped," Vechinski said. "There are no words that can express how we feel for the people that helped."

the dock at the Lester home, only yards away from where Winters was found, said the body was recovered with a three-pronged hook attached to a nylon line.

"We were able to snag the pants of the young lady and bring her to surface, Heuer "Everybody here had one goal and one mission and that was to find this young lady and to help the family with that part of it. We're very fortunate, very happy that she was found today and my thoughts

See DROWNING, A5



Thomson News photo by Casey Lake LISA VECHINSKI, sister of drowning victim Gina Winters, holds a rosary and photo of Gina after a search resumed Monday.

From A1

Winters was among six people traveling in a westbound boat driven by her husband, Troy, 27. The boat was traveling about 25-30 mph, close to southern shore the Alexander Island when Gina Winters hit a tree that extended about 25 feet, almost horizontally, over the water.

## IMPACTS OF MOTORIZED WATERCRAFT ON THE LAKE ENVIRONMENT

Based on research by Tim Asplund, WDNR Limnologist

Excerpts from report:

While the effects of boats on aquatic systems are complex and depend on a number of factors, a few general observations can be made:

First, the physical effects of propeller, waves, and turbulence appear to be more of an issue than engine fuel discharge. Water clarity, aquatic plant disturbance, and shoreline erosion are all serious issues that can be accelerated by boat traffic.

**Second**, most of the impacts of boats are felt directly in shallow waters (less than 10 feet deep) and along the shoreline.

Third, these effects can have repercussions for other features of the aquatic ecosystem, including the fish and wildlife community and nutrient status.

These observations all indicate
that the most important area of a lake
to protect is the shallow water, near shore
habitat known as the littoral zone.
Boats that operate in deep waters
with large surface areas are not likely to
be impacting the aquatic ecosystem.

#### What can we do?

1. Establish No-Wake Zones.

Given that most impacts of boats are exhibited in shallow-water, near-shore areas, protecting these areas with no wake zones would be the most effective way of reducing impacts. No-wake zones have a dual benefit of both slowing boats down and directing traffic elsewhere. Extending a no-wake zone to 200 or even 300 feet has the most potential to protect the littoral zone and help reduce shoreline erosion.

DNR WEBSITE

#### Near shore boating increases user conflicts and possibility of accidents

MADISON -- Operating motorboats away from shorelines of lakes can help prevent accidents and reduce conflicts with other lake users and property owners, state boating safety experts say.

"The closer you are to shore, the more congested the waters are with other boats and swimmers, and the greater your likelihood of having a near-miss or an accident," says Bill Engfer, boating law administrator for the Wisconsin Department of Natural Resources.

For that reason, and to reduce conflicts with lakeshore property owners, and with anglers and canoeists who are fishing or paddling near the shore, Engfer recommends boaters venture farther out into a lake.

"We've got a growing number of boaters out on the water, but everybody seems to like to stay in close to shore," Engfer says. "By moving out farther into the lake, you get away from the congestion and have more room to maneuver safely."

Wisconsin has 543,034 registered motorized boats and sailboats and attracts another estimated 300,000 boats from out of state. In addition, Wisconsin residents own an estimated 326,000 canoes, kayaks and other nonmotorized boats.

Statewide, motorboats must obey a slow no-wake speed within 100 feet of any dock, swimming raft, pier, or restricted area marked with buoys. Starting August 1, personal watercraft operators are required to operate at slow no wake speeds within 200 feet of the shoreline of lakes.

In addition, motorboats may not be operated at a speed greater than slow no wake on lakes 50 acres or less having public access, except when such lakes serve as thoroughfares between two or more navigable lakes.

Municipal governments are in charge of setting rules on lakes relative to local conditions, such as no wake zones and hours for water-skiing. Some municipalities in the state have expanded no-wake zones in recent years as the number of boaters has increased and governments have sought to better protect swimmers and reduce noise complaints from shoreline property owners.

FOR MORE INFORMATION CONTACT: Bill Engfer (608) 266-0859

DNR WEBSITE

# IMPACTS OF MOTORIZED WATERCRAFT ON THE LAKE

#### ENVIRONMENT

Based on research by Tim Asplund, WDNR Leisurely boating around the lake on a warm summer afternoon, cruising after supper to watch the sunset over the lake, fishing in the quiet of the early morning, or watching the grandchildren's delight in being pulled around the lake on a water tube or skis are just a few of the pleasures that motorboating brings to hundreds of thousands of people in our lakes each year. Yet, as the number of motorized boats on lakes and streams continues to increase, questions arise about the potential impacts these boats have on the lake environment. These impacts can be on water clarity, shoreline erosion, plant communities, fish, wildlife, water quality deterioration, and human enjoyment (air quality, peace and quiet, safety and crowding). And, the increasing development of lakes and rivers leads to increased boat activity, especially in areas that have not been traditionally used for recreation.

How might more and more motorized boats affect our lakes? This article attempts to answer the question through a summary of findings from the recently completed study, "The Effects of Motorized Watercraft on Aquatic Ecosystems" by

Timothy Asplund, Wisconsin Department of Natural Resources and the University of Wisconsin Water Chemistry Program. From this point forward, "boats" will be used to mean motorized boats including powerboats, fishing boats, pontoon boats and personal watercraft.

While the effects of boats on aquatic systems are complex and depend on a number of factors, a few general observations can be made:

First, the physical effects of propeller, waves, and turbulence appear to be more of an issue than engine fuel discharge. Water clarity, aquatic plant disturbance, and shoreline erosion are all serious issues that can be accelerated by boat traffic.

Second, most of the impacts of boats are felt directly in shallow waters (less than 10 feet deep) and along the shoreline of lakes and rivers not exposed to high winds (less than 1000 feet of open water).

Third, these effects can have repercussions for other features of the

aquatic ecosystem, including the fish and wildlife community and nutrient status. These observations all indicate that the most important area of a lake to protect is the shallow water, near shore habitat known as the littoral zone. Boats that operate in deep waters with large surface areas are not likely to be impacting the aquatic ecosystem. There are still a number of unknowns regarding motorboat impacts on aquatic systems. Most of the studies in the Wisconsin report focus on the short-term or acute impacts of boat activity. It is still not clear what role boats can play in the long-term changes of a water body, i.e. changes in the plant community, overall water quality, or fish and wildlife use. Many other factors influence these same features and may have changed along with the increased boat activity.

#### What can we do?

#### 1. Establish No-Wake Zones.

Given that most impacts of boats are exhibited in shallow-water, near-shore areas, protecting these areas with no wake zones would be the most effective way of reducing impacts. No-wake zones have a dual benefit of both slowing boats down and directing traffic elsewhere. Extending a no-wake zone to 200 or even 300 feet has the most potential to protect the littoral zone and help reduce shoreline erosion.

- 2. Establish Restricted Areas. In some cases, protection of aquatic resources may require restricting all boat activity, not just speed. Boats can still disturb plants, sediments, and wildlife at no-wake speeds. To adequately protect water bird feeding and nesting areas, a "buffer zone" of at least 300 feet has been suggested, in which all human activity is restricted.
- 3. Enforcement and Education.

  Many of the environmental problems associated with boat activity could be resolved with better enforcement of existing ordinances or regulations and by promoting awareness among boaters. Slow-no-wake zones are often ignored, or the impacts of boats are misunderstood. It is also important to inform boaters about the importance of plants, littoral zones, and natural shorelines and how their activities may affect the aquatic ecosystem.
- 4. New Boat Technology. All two stroke engine manufacturers, including traditional outboard motors and PWCs, must reduce air emissions by 75 percent by the year 2025. Most manufacturers have already introduced cleaner-burning two-stroke motors for both motorboats and PWCs. Four-stroke engines, which use fuel more efficiently, produce cleaner exhaust, and run more quietly

than traditional two-stroke engines, are becoming much more common.

For more information, see the full report at http://www.dnr.state.wi.us/org/water/fhp/papers/lakes.pdf

TIMOTHY ASPLUND, Water Resources Management Specialist tim.asplund@dnr.state.wi.us 608-267-7602

Limnologist for DNR Surface Waters group.

February 11, 2009

Statement by Sybil Brakken in support of SB 12

I am one of more than 1,100 Clean Boats-Clean Waters trained landing monitors in Wisconsin. I spend every weekend during the summer at our local boat landing, working to keep aquatic invasives out of our lakes. I am there from dawn to dusk, educating boaters and inspecting their boats and trailers for zebra mussels, Eurasian Watermilfoil and other aquatic invasive species. Last summer I intercepted three boats carrying Eurasian Watermilfoil before they could be launched.

We have all seen how, on dry land, weeds can really get a foothold on disturbed soil. We see this along new town roads when spotted knapweed and Canadian thistle seems to take over. We see this in our gardens when weeds seem to come from nowhere. It is the same under the water. Invasive plants get their foothold and flourish in shallow areas of a lake that are disturbed. For example, if a EWM fragment lands in a healthy weedbed out in deep water it probably won't get a foothold. If, on the other hand, it lands in a disturbed area near shore, it is far more likely to survive and flourish, eventually choking out native plants.

Outboard motors stir up sediments and disturb the lake bottom in the shallow water near shore. This creates a welcome mat for any invasives that may be introduced. SB 12 would greatly reduce the disturbance of the shallows near shore. Not only would this law be better for the native plants and animals that depend on this area of the lake, but it would help guard against further infestation by aquatic invasive species.

We spend millions of dollars fighting aquatic invasive species. Creating a 100 foot no-wake buffer would help in this fight and it wouldn't cost taxpayers a dime. Thank you.

Sybil Brakken 45255 East Cable Lake Road Cable, Wisconsin 54821





#### **Wisconsin Wildlife Federation**

## Wisconsin Wildlife Federation Testimony in support of Senate Bill 12---Slow-No-Wake Within 100 Feet of Shore

Chairman Miller and members of the Senate Environment Committee. My name is George Meyer and I am representing the Wisconsin Wildlife Federation and its 161 hunting, trapping and forestry related organizations. Thank you for the opportunity to testify here today in support of Senate Bill 12 creating a slow-no-wake zone for all watercraft within 100 feet of the shoreline.

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Secondly, a substantial amount of recreational fishing takes place along the near shore of our waterways by both boating and shore anglers. Restricting boat traffic speed in the near shore area to slow-no-wake will reduce user conflicts on our waters.

The bill very insightfully does allow a local unit of government to make an exception to the 100 foot slow-no-wake restriction if in fact there is a situation where there is good reason to allow faster boat traffic closer to shore. Undoubtedly such situations will arise.

We do appreciate the leadership of Senator Jauch in advancing this measure and respectfully request that this Committee support this initiative.

Submitted by George Meyer Executive Director

February 11, 2009